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MEMORANDUM FOR: Chiefs of Divisions and Staffs

SUBJECT: Functions of CS Planning and Programming Officers

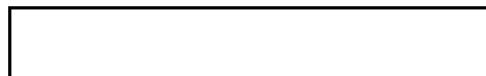
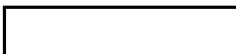
A number of component chiefs have expressed the desire to have a description of the functions of the Clandestine Service planning and programming officers. I attach herewith such a description. As stated in this paper, component requirements differ and not all the functions described are appropriate for each and every planning and programming officer. However, I hope that as a generalized description you will find it useful.



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Chief
Missions and Programs Staff

Attachment: a/s



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PLANNING AND PROGRAMMING
IN THE CLANDESTINE SERVICE

1. Planning and programming in the Clandestine Service is the method by which the DDP and his components determine and justify their resource needs in funds and personnel, and is the tool for managing the application of these resources effectively according to the priorities, opportunities, and capabilities appropriate to clandestine activity.

2. Utilizing analysis as to possible alternative means of reaching the goals which have been set, it is an important management function in any case, but becomes even more important as resources tighten.

3. It is a staff function; one of support to the manager in his decision-making process through applying analysis to the problem under consideration and planning ahead to meet foreseen needs. The data relevant to the process must be assembled and displayed in a manner which facilitates managerial decision. The analyst may make his recommendation to the manager, but it is the manager who must make the decision. "Analysis is not a scientific procedure for reaching decisions which avoid intuitive elements, but rather a mechanism for sharpening the intuitions of the decision-maker."

4. The extent to which the manager will use the system is in part a matter of individual preference. In the DDP, all components must meet some of the requirements of the planning and programming system, but, due to the wide variety of components, not all of the functions described below apply to every component. The programming officers in the CS are preferably individuals with operational background and orientation. They form the bridge between operations and the component budget-finance and personnel functions, and must understand the terminology and systems of these other disciplines. They also form the bridge between their own component and the management systems of higher authorities and must understand the terminology and methodology of these higher echelon systems.

5. In the Clandestine Service the planning and programming functions entail the following:

a. Participation in the Programming - Budgeting Cycle. This involves the Planning Guidance, Program Call, Operating Program and Program Estimates, Office Estimates, and Congressional Budget. In the course of this cycle there may be preparation for hearings or questions by the Program Review Panel; the Office of Planning, Programming and Budgeting; the Office of Management and Budget; and Congressional Committees. As a cycle the various phases must be realistically scheduled at all levels; deadlines set and observed; concepts and requirements well formulated and understood.

b. Management of the Project System. The projects which reflect our operational activity must be scheduled for initiation, renewal, extension, amendment or termination. The processes and formats contained in the

1972) must be observed, including the coordination systems incorporating the appropriate sources of specialized knowledge and authority -- functional and geographic. The programming officer will wish to ensure, inter alia, that the resource levels required by the project can be met from existing component resources if at all possible, and, normally, whether the thrust of the project is in the direction indicated as needed by the priorities established in the Program. If the approving authority has specified any conditions or restrictions, it must be ensured that these are communicated and observed. (On the Covert Action side there is the further and allied system of 40 Committee approvals.)

c. Goal-setting. Of particular importance in the programming officer role is assisting in the articulation of his unit's goals -- which,

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on the one hand, must be realistic in terms of potential capabilities and which, on the other hand, do not strain available resources unreasonably. The process is one of focusing attention on the goals that operating mechanisms are meant to serve, and not allowing mechanisms to become ends in themselves. He must keep substantively abreast of developments and trends in the foreign policy field so that he can make a contribution to operational adjustments and to forecasting future requirements with resource implications. Goals are primarily embodied in the Operational Directives and they are a key part of the Program in planning ahead for resource needs. For this purpose the planner needs to pay attention not only to Clandestine Service planning guidance but also to relevant external policy and background documents (such as ONE and OCI analyses, NSCID and IPC requirements, State Department policy papers, NSSMs and NSDMs).

d. Component Data Bases. While there are legitimate fears regarding an over-emphasis on quantification in substantive affairs, the basic utility of using quantifiable data for comparative and measurement purposes is obvious where it can validly be applied. It is one means of assisting the decision-making process. In the management process, the programming officer plays the key role in assembling and ensuring the validity of the data base.

e. Narrative Compilation. Periodic and special reporting upwards requires skill at all programming echelons to produce cohesive and lucid summaries of unit action on the subject under consideration. Notably, this is required for the Program, the Annual Report, the PFIAB Annual Report, and the OMB A-44 Report. Substantially differing requirements will require different inputs, but the more the programming officer is involved in the information and decision-making systems of his unit, the more he will know about its significant accomplishments, problems, and trends.

Accordingly, his product will be better and his need to request inputs from those in his unit should be lessened.

f. Analysis. The programming officer should be familiar with methods for analyzing resource data and evaluating information on operational activities. He should be able to apply simple methods of analysis as well as work along with an expert technician in more advanced methods. The statistical analysis of man-year data is an example of the kind of analysis that should be conducted by the programming officer. In addition, his experience and training may permit him to engage in the use of such techniques as the DELPHI method to assist in analyzing subjective matters or to use computer-assisted simulations. However, the main methods of analysis for him will remain gathering information from reports and conversations and using his experience and common sense to develop the best recommendations on the problem at hand.

g. Evaluation Procedures. The programming officer must assist the manager in establishing systematic evaluation procedures for his unit's activities. He can help identify problems and assist in working toward their solution. He can focus attention on inappropriate resource levels being devoted to low priority objectives or ineffective activity. He can suggest where shifts of effort should be made in reprogramming.

h. Regulations. The programming officer must be aware of all regulations which deal with operational objectives and the process of resource allocation affecting his unit. He must ensure that the regulations are current and realistic, and, if problems remain, be able to point up the difficulties involved to the manager he is assisting.